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A PRELIMINARY REPORT
ON
THE BACKGROUND AND CHARACTER
OF THE CITY

No. 2 OF A SERIES



THE CENTRAL PLANNING BOARD
OF
THE CITY OF NEWARK, NEW JERSEY

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ON
THE BACKGROUND AND CHARACTER OF THE CITY
No. 2 OF A SERIES



THE CENTRAL PLANNING BOARD
OF
THE CITY OF NEWARK, NEW JERSEY

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CHARLES F. EVANS, Executive Secretary

CENTRAL PLANNING BOARD OF NEWARK, NEW JERSEY

April 28, 1944

To The Honorable, The Mayor and The Board of Commissioners
Of The City of Newark, New Jersey.

Gentlemen:

In the course of the studies being made by Harland Bartholomew and Associates in the development of a Master City Plan and after deliberation by our Board, we are pleased now to submit to you for your consideration our Preliminary Report No. 2.

This report, entitled "The Background and Character of the City" is the result of a study of basic factors which must be considered before proceeding with plans and recommendations for physical changes which will be the subject of subsequent reports.

A few of the highlights of the subject report which we feel are significant, are briefly summarized as follows:

1. Newark is basically an industrial city, enjoying certain advantages of location and diversification of types of manufacture. Because of this diversification, our City is less subject to great changes in its employment situation during times of depression and boom.

2. The survey indicates that approximately one-third of our people are industrial workers. Another third are employed in trade and clerical capacities and the other third are employed in transportation, professional services and other classifications. The existence of these many types of employment is important in insuring a sound economic base for our City.

3. The tables and charts showing comparisons in the government financial condition between Newark and other cities used for comparison

indicate that Newark is in an unfavorable competitive position because of its higher bonded debt and tax rate. However, these schedules also show the considerable improvement which has been made in Newark's debt structure since 1938, during which time the true net debt (bonded debt, less self-liquidating water debt, less sinking fund payments) has been reduced from \$83,059,540.86 to \$61,007,346.86 which, on a per capita basis, reflects a reduction from \$194 to \$142 per person. According to estimates furnished by the Acting City Auditor, the reduction in the true net debt will be accelerated during the next six years and, if no new debt is created, the true net debt will have been reduced to \$30,426,946.08 by the end of 1949. This would reduce the per capita debt to \$70 per person by that time. If this scheduled reduction is maintained, or nearly maintained, the annual budget appropriations required for debt service after 1949 would reflect a very substantial decrease in the tax rate and place the City in a much better competitive position for holding its present industries and attracting new ones.

4. In both this and our Report No. 1, references are made to the sub-standard housing conditions found in many parts of the City. The elimination of slum conditions by the replacement with modern sanitary housing is one of the problems to which the Central Planning Board will devote much of its attention. It is our aim to induce private capital to take a major part in the redevelopment of these decadent areas and, if this can be accomplished, it will play a large part in stabilizing our assessed values which have been rapidly declining for the past few years. This also would have a favorable effect on future tax rates.

5. As a step toward encouraging private capital in redevelopment housing projects, the Board took an active part in promoting the enactment of the Preiser Bill which was approved by the last session of the Legislature and has been signed by Governor Edge.

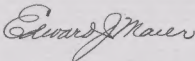
6. The postwar planning phase of our program is fast taking form and

we hope to submit a report to you on this subject within the next four to six weeks. This report will consider the probable needs for postwar employment and the part that public works should play in serving as a balance wheel during the period of industrial readjustment to peacetime production.

During the past few months, the Planning Board staff and engineers of the Bartholomew organization have had occasion to call on City Departments, County and State Agencies and various quasi-public and trade organizations for information and exchange of views. In every instance, we have been accorded splendid co-operation. This co-operative attitude is most helpful to us in fulfilling our responsibilities. We also sense a growing confidence on the part of the Public and the Press in the work we are endeavoring to accomplish. We take this opportunity to acknowledge the co-operation and support already received and to express our desire to receive suggestions which will enable us to perform our duties in the best interest of the community.

Respectfully submitted,

CENTRAL PLANNING BOARD
OF THE CITY OF NEWARK, NEW JERSEY

A handwritten signature in dark ink, reading "Edward J. Mauer". The signature is written in a cursive style with a large, stylized initial "E".

Chairman.

HARLAND BARTHOLOMEW AND ASSOCIATES

CITY PLANNERS - CIVIL ENGINEERS - LANDSCAPE ARCHITECTS

317 NORTH ELEVENTH STREET

SAINT LOUIS, MISSOURI

(1)

HARLAND BARTHOLOMEW

RUSSELL H. RILEY

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ELDRIDGE LOVEBLADE

E. O. PEARSON

April 1, 1944

The Central Planning Board
Of The City of Newark, New Jersey

Gentlemen:

We are pleased to submit herewith our preliminary report on the background and character of the city. This is the second of a series comprising the Newark Comprehensive City Plan.

This report contains information regarding trends of employment, the standards and character of existing physical improvements and certain data relating to the financial condition of Newark. This data is also shown for a number of cities similar in size to Newark, thus affording a basis of comparison. The report indicates a number of important social and economic conditions which must be recognized in planning the city.

We wish to acknowledge our appreciation of the assistance given by the staff of the Public Library and its Business Branch, by the Department of Revenue and Finance and by other agencies and citizens in the preparation of this report.

Respectfully submitted,

HARLAND BARTHOLOMEW & ASSOCIATES

By:

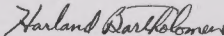


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Preface

Great cities do not develop by chance. Newark has attained its present prominent place in the nation because it has enjoyed certain fundamental advantages of location. These advantages include proximity to markets and labor supply and exceptional facilities for all types of transportation, including rail, water and highway. As the community grew from its early beginnings, its form and character have been influenced by many economic, social and historic factors. Today, Newark is a metropolis in itself as well as a vital part of the vast New York Metropolitan Region.

Some understanding of the forces which have acted to produce the city is essential to sound and intelligent city planning. Analysis of the past relationship between these forces will reveal the underlying reasons for the present pattern and scale of the community and will be helpful in gauging future prospects. A study of these factors will also clarify the problems which confront Newark and will furnish clues as to how these problems can best be solved.

Any sound improvement program for the city must take cognizance not only of the requirements of its citizens for a satisfactory standard of civic life, but also of the financial ability of the community to meet past obligations and to incur new debts. The scale and extent of these physical needs are conditioned not only by the city's general growth but by the cultural interests and social relationships of its inhabitants as well, and these factors, in turn, are dependent in a large degree on the economic welfare of the entire com-

munity. The extent to which Newark will be able to finance a program of improvements is ultimately measured by the aggregate income of its citizens.

It is the purpose of this report to consider these numerous economic and social factors as they have guided the past development of the city and from this analysis to attempt to envisage the probable future community, its character, extent and growth.

As an aid in reviewing these past trends in the City of Newark, and in evaluating their influence on its future outlook, a group of four cities were selected which have populations somewhat comparable to Newark, are located in widely separated parts of the country, and have widely divergent social and economic backgrounds. In addition, New York City was included in the comparison because of its dominant place in the region of which Newark is a part.

In the east, Buffalo, New York, has been selected as a typical large manufacturing center. Cincinnati, an important commercial and industrial center, is representative of the central part of the country. New Orleans, an important shipping center, is a typical city of the deep south. Oakland, California, the fourth city chosen, occupies approximately the same relationship to San Francisco as Newark does to New York. It is representative of the west coast. Three of the cities are independent, self-contained communities and are centers of somewhat larger metropolitan areas, while Oakland is a part of the San Francisco metropolitan area.

The report is divided into three sections. The first division is concerned with the economic background of Newark and takes into account certain factors as they relate to the growth of the city and the basis of employment. Available statistics on occupation and distribution, manufacturing, wholesale and retail trade and other similar matters are discussed.

The second division has to do with the financial condition of the city itself. Statistical information is presented which relates to the cost of conducting the city government, tax rates, bonded indebtedness and other pertinent matters.

The third section is a comparison of social standards and improvements. Such matters as population growth

and composition, housing conditions, school enrollment and recreational facilities are discussed in this section.

Most of the data presented in this report has been obtained from official United States Census reports, the latest available being 1940. War conditions have resulted in some changes of the 1940 data, but this information is impossible to secure on a comparable basis for the cities studied. Certain information pertaining to Newark only is presented for the year 1943, but no attempt was made to compare this data with the other municipalities in the group. As the City Plan is designed to be carried out over a long range period, the trends established by pre-war conditions will be more reliable than if abnormal war-time conditions were taken into account.

Summary of Findings and Conclusions

INDUSTRY

The economic future of Newark is largely dependent upon its industries. Manufacturing establishments provided approximately forty per cent of the employment in Newark in 1939. Statistics showing the number of plants, number of employees, wages paid and value of products fail to reveal the significant fact that Newark's industries are highly diversified in comparison to many other communities. For that reason, the economic life of the city is subject to less disruption during periods of acute business depression than in communities which are dependent upon a specialized industrial structure devoted to the production of one or a group of similar type articles.

Prior to the war-stimulated manufacturing boom, Newark was steadily losing ground industrially. As will be shown in the report, the ratio of the number of manufacturing plants and industrial employees, annual wages paid and annual value of products to the same indices for Essex County, New Jersey, the New York Region and the United States has been declining steadily for a number of years. Numerous plants have left Newark since 1929, and this loss has only partially been offset by new establishments.

The majority of Newark's manufacturing plants are old and many have become obsolete. Faced with the necessity of expanding or modernizing their plants a tendency has developed to rebuild in new locations having a more favorable tax situation, where

land is cheap and where there is less congestion. In some instances, smaller communities within the State or elsewhere are able to meet these conditions which sometime outweigh the superior labor and transportation advantages in Newark.

This condition is not peculiar to Newark alone, but is a local manifestation of the national trend toward decentralization of industry which has been in evidence for a number of years.

The industrial pattern in Newark has undergone many changes in recent years with the development of new products and methods of transportation. The manufacture of certain types of articles either has disappeared entirely or is no longer important, while other industrial processes have become firmly established in the city.

The above brief discussion points out the importance and changing picture of the industrial situation in Newark. While it may not be possible to entirely reverse the trend toward decentralization of manufacturing, the execution of the Comprehensive City Plan should be an invaluable means of maintaining and improving Newark's industrial position.

TRADE

Newark is the wholesale and retail trade center for the entire northern New Jersey area. Approximately one-fifth of all employment in the City is provided by these establishments. In contrast to the industrial trend, Newark is more nearly maintaining its dominant position as a trade center when compared to the State, County

and Metropolitan Area.

Since 1929, there has been a slight decline in the volume of retail trade measured on the basis of net sales in Newark as compared to Essex County and New Jersey, but this retrogression is offset to some extent by an improved wholesale trade position.

During the past few years, population shifts within the trading area served by Newark's retail establishments have resulted in decreasing the number of customers residing within the city and increasing the number of customers living in the surrounding communities. While total dollar value of sales has been rising since 1925, the average value of individual sales has decreased sharply.

As the center of buying power has shifted from Newark toward the suburbs, a trend is developing toward decentralization of retail business. This movement is not peculiar to Newark, but is taking place all over the country. There are numerous advantages in suburban locations and, if a disastrous loss in values is to be avoided within the central business districts of large cities, early steps must be taken to improve accessibility and make these areas so attractive to shoppers that they will continue to do business there. Solution of these problems is one of the most important functions of the City Plan.

OTHER SOURCES OF EMPLOYMENT

While industry and trade furnish employment for approximately sixty per cent of Newark's wage earners, there are other types of employment which are extremely important. Among these are the clerical work outside of trade and industry, the professional groups, service establishments, transportation, government and the

personal services. The prosperity and well-being of the community as a whole is largely influenced by the economic situation of these minority groups.

FUTURE OPPORTUNITIES FOR EMPLOYMENT

The permanent population of Newark declined between 1930 and 1940. War conditions have temporarily arrested this decline and have even brought a large influx of workers into the city. No one can predict with certainty what the postwar population will be, but it is evident that even under the most favorable conditions, there will not be a large annual population growth. Practically all other large cities in the country have reached a point of virtual population stability. A city either progresses or deteriorates. There is no middle ground wherein the status quo is maintained. The city that moves forward must do so by the concerted effort of all its citizens. Everyone has an important stake in the community where he resides or earns his livelihood.

It is impossible, of course, to accurately forecast the future of the basic sources of employment in Newark which are so dependent on many factors beyond local control. It is possible, however, to make a few general observations of general significance in the preparation of The Master City Plan.

1. The Newark trade territory has not reached its ultimate development. Population is still increasing in Essex County and other contiguous areas.
2. The industries of Newark are well diversified. They are readily adaptable to the manufacture of new products and to the application of new techniques developed during the war.

- 3 The superior advantages of Newark's location in respect to markets, labor supply and distribution will continue to be of paramount importance in the future.
- 4 While tax rates, assessed valuations and bonded debt have been high in Newark, thus creating an unfavorable competitive industrial situation, the trend is downward and the situation is improving steadily.
- 5 There are serious problems cre-

ated by bad housing which can only be solved by carrying out a comprehensive program of re-planning and re-developing large areas of the city. Unless wage earners are provided with a good environment in which to live and raise a family, they will seek employment elsewhere or will move their residence to other localities where living conditions are better. In either event the community is the loser

Economic Background

Newark, in comparison to many other American cities, has evolved more slowly from its beginnings as a small village to its present metropolitan status. Its growth, however, has paralleled the other cities since the turn of the century. Due to the rapid change of the United States from an agricultural to an industrial nation, the development of cities in our country has been at a sustained faster growth than in any other period of known history. During this rapid change many forces have acted to direct the growth and mold the pattern of the city. We must have some understanding of these forces, of their role in the past growth of the city, and of their influence on future growth, before Newark can be planned most satisfactorily and effectively.

There are three major reasons for large cities. First, large cities develop at places where there is a break in transportation, such as coastal towns where material is unloaded from ships and then loaded on trains. New York City and New Orleans are examples of such cities. The second reason is manufacturing. Pittsburgh and Birmingham are examples of cities resulting from this cause. The third reason is a large, populous and wealthy region which the city serves as a trade center. Dallas, Texas is an example of such a city. Newark's reason for attaining its present size is a combination of the three cited above.

The major part of the city's population makes its living in various ways which can be classified generally as industry, wholesale and retail trade, services and transportation. The

amount and character of these types of employment will depend for the most part upon three factors (1) Transportation, (2) Population and wealth of the trade territory; and (3) Location and use of raw materials. Over a period of time national trends such as wars, and changing economic conditions, affect the relative importance of these three factors above mentioned. Improved techniques and new ideas bring about new products and new uses of materials. The people of the city have a large influence on modifying the effect of these elements through their intelligent leadership, organization and promotion. They can turn new trends to the advantage of the city.

The following sections of this report present a brief discussion of the past and probable future economic background of Newark. The study is not exhaustive but has been explored only to the extent deemed necessary to determine those elements that will have an effect upon the Comprehensive City Plan.

GEOGRAPHICAL FEATURES

Location. Newark, near the northern boundary of New Jersey and directly adjacent to New York City, is near the center of the richest and most populous sections of the United States. It is the gateway through which passes the bulk of the goods and people bound for New York City and New England from the west and south.

Transportation. The city possesses exceptional facilities for rail, air, water and highway transportation. Its railroads include many of the major trunk

lines operating west of the Hudson River. These include the Central Railroad of New Jersey, the Delaware Lackawanna and Western, the Erie, the Lehigh Valley and Pennsylvania. In addition there is service by near connection with the Baltimore and Ohio Railroad. The Hudson and Manhattan Railway, via the Hudson Tubes, provides frequent passenger service to and from New York City.

Newark is the hub of a web of bus and street railways extending to all parts of the state and to many points outside New Jersey. Previous to the war, there were thirteen all-service lines (trolley buses), thirty-eight bus lines and four combination street rail-

way and subway lines extending into the communities surrounding Newark.

Newark is the focal point for a large number of state highways extending to the north, south and west. Direct connections are provided to the Hudson River Tunnels leading to New York City.

The Newark Municipal Airport, now in use by the Army for war purposes, is adjacent to the Port of Newark and only two miles from the city's center. It is within a few minutes' time of all the trunk railroads which serve the city and approximately twenty minutes by motor to downtown New York City.

TABLE 1
PERCENTAGE OF GAINFULLY EMPLOYED WORKERS TEN YEARS AND
OLDER EMPLOYED IN THE MAJOR OCCUPATIONAL CLASSIFICATIONS
1920 - 1940

	Manufacturing and Mechanical	Transportation and Communications	Trade	Professional Services	Domestic and Personal Services	Clerical	All Others
Newark							
1920	52.5	7.0	12.9	5.0	7.5	12.6	2.6
1930	42.4	8.1	16.8	6.2	11.6	12.1	2.9
1940*	31.8	5.0	13.4	5.9	8.1	22.3	13.5
Buffalo							
1920	45.8	10.5	13.0	6.0	8.5	13.1	3.0
1930	40.6	10.5	15.3	7.8	10.2	12.8	3.0
1940	29.3	8.4	12.9	7.8	7.0	22.4	11.4
Cincinnati							
1920	43.8	8.8	14.3	5.9	12.2	12.4	2.7
1930	37.1	9.1	16.1	7.9	14.2	12.9	2.8
1940	25.9	6.1	12.7	8.5	10.2	22.7	12.9
New Orleans							
1920	32.0	14.2	14.5	5.1	17.7	11.8	4.7
1930	26.5	13.8	16.8	6.3	16.6	12.6	4.3
1940	13.1	10.8	14.6	7.4	15.3	23.9	14.9
Oakland							
1920	39.3	9.7	15.9	7.8	11.4	11.8	4.1
1930	32.9	9.5	19.5	8.8	11.8	14.1	3.4
1940	16.5	9.4	14.0	7.0	8.0	26.8	16.2
New York City							
1920	37.6	9.5	15.5	8.6	12.1	15.9	2.7
1930	32.0	9.8	17.4	8.0	14.1	16.8	2.3
1940	29.2	8.4	12.8	7.8	7.9	22.4	11.4

*Data for 1940 not comparable with that of previous censuses due to change in methods of obtaining data and in classification of occupations.

From U. S. Census Reports.

The municipality owns Port Newark which is also devoted to war use at the present time. This port has deep water harbor facilities and important rail connections.

TRADE TERRITORY

Within Newark and its suburbs and other related communities lived 1,124,000 persons in 1940. Nearly fifty per cent of the total population of New Jersey lives within ten miles of Newark and more than eighty per cent of the State's population is within fifty miles. Almost ten per cent of the entire population of the United States is contained in the New York Region which includes New York City, Nassau County, parts of Rockland, Suffolk and Westchester Counties, New York, Essex, Bergen, Hudson and Union Counties and parts of Middlesex, Monmouth, Morris, Passaic and Somerset Counties, New Jersey, and part of Fairfield County, Connecticut.

EMPLOYMENT FACTORS

Table No. 1 shows the percentage of gainfully employed workers in the major occupational classifications and indicates the trend in employment in Newark and the five other cities from 1920 to 1940. Unfortunately it is impossible to obtain a true comparison between the 1940 percentages and those shown for previous census periods because in 1940 the Census revised their classifications of employment and presented their figures on an entirely different basis than previously. An attempt has been made to make the percentages nearly as comparable as possible by segregating the clerical workers from the major occupational groups within which they are included by the Census.

Among the cities used in this comparison, it will be noted that Newark

has the highest percentage of employment in the manufacturing and mechanical classifications. This is to be expected as Newark is well known as a manufacturing center. A significant fact, however, is that in all of the cities, including Newark, the percentage of employment under this heading has been declining since 1920, and there has been a corresponding increase in clerical employment, professional services and classifications of a miscellaneous nature.

It is important for a city to have a wide diversification of employment. A city is more sound and more stable when it is not solely a manufacturing center or just a trade center but one in which its people have many diversified opportunities for work. When this is the case a serious dislocation in one form of employment does not seriously unbalance the economic status of the entire community.

Approximately one third of Newark employment is in industry, one-third in trade and clerical work and one third in transportation, professional services, personal services, and other classifications. This diversification is a very important factor in insuring a sound economic base for the City.

Inasmuch as manufacturing is such an important consideration in Newark's economic life, Table No. 2 has been prepared to show the trend which has taken place since 1909. No figures are available since 1939, but as that is a typical pre-war year the statistics more generally reflect a normal period than those that might be given under wartime boom condition. It will be noted that although there are less manufacturing establishments and wage earners in Newark in 1939, the total wages paid and total value of products is more than twice as great

TABLE 2
TREND IN MANUFACTURING IN NEWARK
1909 - 1939

	No. of Establishments	No. of Wage Earners	Total Wages Paid	Total Value of Prod.
1909	1,858	59,965	\$ 33,076 00	\$ 70,181 00
1914	2,276	83,084	36,647 000	210 60 000
1919	2,155	86,707	104,321 000	577 78 000
1925	1,608	86,354	89,640 000	470 045 000
1929	1,731	68 647	94 544 00	562 307 000
1935	1,412	52,951	57,462 000	328,897 000
1939	1,517	56,597	69,072,000	426,163 000

From U. S. Census Reports.

This indicates that there is a trend toward consolidation of plants and elimination of the smaller establishments and that a greater percentage of employed people in Newark now work in other capacities. The table shows that there was a greatly accelerated industrial production during the last war which more or less maintained itself until the economic crash of 1929. The effects of the depression are clearly shown both from an employment standpoint and value of products. Since 1935 there has been a steady increase in these indices.

Viewed by themselves, the statistics shown on Table No. 2 would indicate that Newark is in a healthy industrial condition. In order to see what has been happening in Newark in comparison with other communities, a study was made in which the percentage of Newark's industrial employment, wages paid and value of products were compared to similar data for the United States as a whole, New Jersey, Essex County and the New York area. The results of this study are shown graphically on Plate One. So far as they are available, statistics were secured for each census period from 1909 to 1939 inclusive.

In 1909 the ratio of wage earners, wages paid and value of products in Newark was a little less than one per cent of the United States as a whole. Since that time there has been a steady

decline in this percentage until in 1939 it had dropped to approximately 0.75 per cent.

In 1919 (no figures were available in 1909) approximately eighty per cent of all of Essex County's industrial wage earners, wages paid and value of manufactured products came from Newark. In 1939 this percentage had declined to approximately seventy per cent. This indicates that the industrial growth in Essex County, outside of Newark, has been taking place at a more rapid rate than in Newark itself.

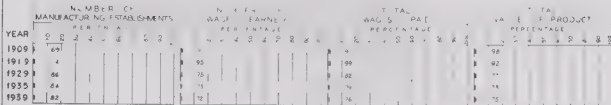
The change of relationship of Newark to the State of New Jersey is even more significant. In 1909 approximately one out of every five wage earners in the State of New Jersey were employed in Newark. In 1939 only about one in nine were employed within the City. In 1909 twenty-five per cent of all of the wages paid to industrial workers in New Jersey were expended in the City of Newark. In 1939, this ratio had decreased to ten per cent. The value of manufactured products has more nearly held its own in comparing Newark to the State but there has been a steady and substantial decrease under this category.

The only place where Newark has held its own has been in relation to the New York area which, for the purpose of this study, includes Bergen, Essex

TREND IN MANUFACTURING

COMPARISON BY PERCENTAGE OF NEWARK TO THE UNITED STATES NEW JERSEY ESSEX COUNTY AND THE NEW YORK AREA

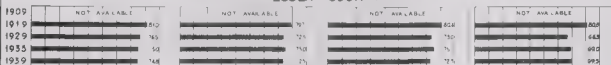
UNITED STATES



NEW JERSEY



ESSEX COUNTY



NEW YORK AREA



NEWARK CENTRAL PLANNING BOARD

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INFORMATION FROM U.S. CENSUS REPORTS

Hudson, Middlesex, Passaic and Union Counties, New Jersey and New York City and Westchester County, New York. The ratio of the number of wage earners has remained almost constant and there has been a slight increase in the ratio of wages paid and value of products.

The above discussion would seem to indicate that Newark is losing ground in Essex County to the

remainder of the State and in the United States as a whole. It is essential, therefore, that full cognizance be taken of these conditions and measures arrived at to correct the situation.

Table No. 3 shows the Average Annual Wages of Industrial Employees in Newark and the other cities from 1909 until 1939. These wages have more than doubled in all of the cities in the past thirty years. Wages reached a

TABLE 3
AVERAGE ANNUAL WAGES OF INDUSTRIAL EMPLOYEES
1909 - 1939

	1909	1919	1929	1935	1939
Newark	\$552	\$1203	\$1420	\$1085	\$1220
Buffalo	558	1262	1451	1157	1308
Cincinnati	518	984	1335	1075	1226
New Orleans	467	923	950	788	897
Oakland	770	1353	1365	1135	1492
New York City	583	1262	1618	1200	1235

From U. S. Census Reports.

peak in 1929 and then fell off rapidly during the depression as shown by the figures for 1935. In 1939 the average annual wages were approximately the same as they were during the industrial boom of the last war. The average wages paid to industrial employees in Newark in 1939 were less than in any of the other cities with the exception of New Orleans which is a typical southern city with a large negro population. The figures for Newark are approximately the same as those for Cincinnati and New York

City and are considerably less than those for Buffalo and Oakland.

DIVERSIFICATION OF INDUSTRIES

To show the wide diversification of Newark's industries following is a list of the principal classes of manufacturing establishments arranged in the order of their importance from the standpoint of value of products. The figures are from U. S. Census reports and are assembled in accordance with the Census classification system.

	No. of Establishments	No. of Wage Earners	Total Annual Wages	Annual Value of Product
Newark, New Jersey	159	1,050	\$7,154,442	\$66,583,425
Electrical Equipment and Machinery	223	4,760	3,809,441	47,946,746
Food Products	81	10,972	2,782,656	42,136,326
Machinery	172	4,914	7,186,807	36,942,492
Textile Products	6	924	2,049,777	27,953,517
Iron and Steel Products	127	5,534	6,110,321	25,930,958
Aluminum	77	9,013	6,492,180	21,858,250
Meat Packing	17	1,010	1,475,881	22,477,944
Textile Products	40	3,673	3,797,692	18,215,715
Machinery	111	4,149	4,909,549	17,022,924
Leather	76	2,703	2,788,623	14,580,765

TREND IN WHOLESALE TRADE

COMPARISON BY PERCENTAGE OF NEWARK TO THE UNITED STATES, NEW JERSEY, ESSEX COUNTY AND THE NEW YORK AREA

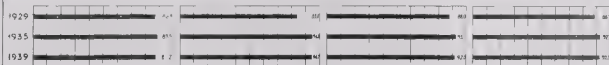
UNITED STATES



NEW JERSEY



ESSEX COUNTY



NEW YORK AREA



NEWARK CENTRAL PLANNING BOARD

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The chemical industry includes such manufacturing as paints, varnishes

insecticides, drugs, perfumes, cosmetics Non-ferrous metal industries

TABLE 4
TREND IN WHOLESALE AND RETAIL TRADE
1929 - 1939

	WHOLESALE			RETAIL		
	No. Estab.	Net Sales	Sales Per capita	No. Stores	Net Sales	Sales Per Capita
Newark						
1929	838	\$348,068,000	787	7,153	\$322,778,000	731
1935	799	289,815,000	618	8,593	197,527,000	453
1939	1,006	397,832,000	925	7,986	249,372,000	581
Buffalo						
1929	1,160	629,805,000	1,111	9,788	342,855,000	599
1935	892	350,095,000	811	3,097	303,396,000	368
1939	1,021	430,270,000	746	8,459	250,311,000	435
Cincinnati						
1929	1,316	691,387,000	1,151	6,950	291,083,000	645
1935	1,383	447,139,000	982	6,942	196,867,000	434
1939	1,533	647,187,000	1,120	7,006	230,446,000	505
New Orleans						
1929	712	601,981,000	1,110	7,812	162,948,000	353
1935	933	405,791,000	812	6,835	123,534,000	260
1939	1,023	437,639,000	816	6,673	157,062,000	317
Oakland						
1929	385	117,308,000	413	5,061	201,637,000	709
1935	534	112,738,000	385	5,256	141,761,000	483
1939	552	135,317,000	448	5,154	180,865,000	597
New York City						
1929	19,540	15,365,046,000	2,580	163,036	4,272,633,000	816
1935	21,418	9,617,910,000	1,335	115,567	2,847,332,000	396
1939	24,042	12,954,252,000	1,738	115,219	3,192,594,000	428

From U. S. Census Reports.

are principally jewelry manufactures. Iron and steel products include hard ware, cutlery, forging and stamped metal products. Textile products include artificial leather and oil cloth, finishing textiles, hats, etc.

It is significant to note that certain industrial groups which have a high annual value of product are relatively small employers of labor. The brewing industry, for example, employs only one-tenth as many persons as the apparel manufacturing group. The meat packing industry is also a low employer of labor.

From the standpoint of average wages earned, the chemical, food products and malt liquors are highest. The apparel, electrical equipment and the jewelry industries (non-ferrous metals) are lowest of the list, probably

because of the large number of women employed in that type of work.

RETAIL AND WHOLESALE TRADE

Table No. 4 shows the trend in wholesale and retail trade between 1929 and 1939 in Newark and the other five cities. This is expressed by number of establishments, net sales and sales per capita, the latter figures being a better means of comparing individual cities. Unfortunately these figures were not available prior to 1929. That year was the peak of the boom period and did not reflect a normal condition. From these figures, it is apparent that Newark is an important wholesale center, exceeded only by Cincinnati and New York City. It is interesting to note, however, that

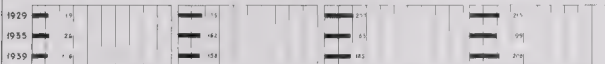
TREND IN RETAIL TRADE

COMPARISON BY PERCENTAGE OF NEWARK TO THE UNITED STATES, NEW JERSEY, ESSEX COUNTY AND THE NEW YORK AREA

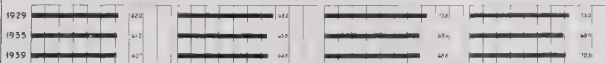
UNITED STATES



NEW JERSEY



ESSEX COUNTY



NEW YORK AREA



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except for Oakland, Newark is the only one of the cities which now has a greater sale per capita than in 1929. Buffalo and New Orleans both have suffered a material decline since that time.

The dominant position of Newark as a retail trade center is shown by the figures on net sales and sales per capita. The only city which had a higher sale per capita figure in 1939 was Oakland, California. The per capita sales amount in Newark is

TABLE 5
AVERAGE ANNUAL SALARIES OF WHOLESALE EMPLOYEES
1929 - 1939

	1929	1935	1939
Newark	\$2,175	\$1,770	\$1,870
Buffalo	2,080	1,670	1,870
Cincinnati	1,890	1,740	1,820
New Orleans	1,860	1,445	1,465
Oakland	1,728	1,608	1,920
New York City	2,630	2,065	2,255

From U. S. Census Reports

TABLE 6
AVERAGE ANNUAL SALARIES OF RETAIL EMPLOYEES
1929 - 1939

	1929	1935	1939
Newark	\$1,595	\$1,110	\$1,255
Buffalo	1,380	967	1,030
Cincinnati	1,150	935	1,095
New Orleans	1,039	756	817
Oakland	1,510	1,052	1,235
New York City	1,822	1,142	1,252

From U. S. Census Reports

materially greater than in any of the other cities including New York.

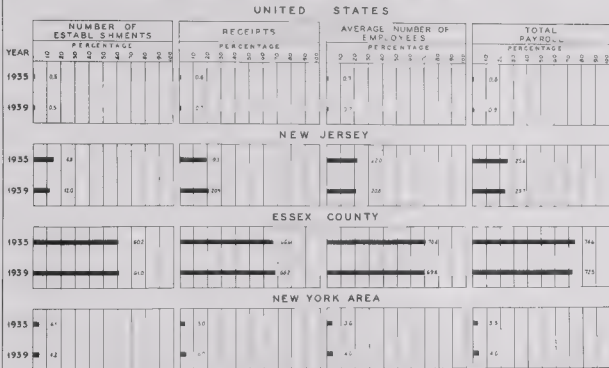
The importance of wholesale and retail trade in Newark is further shown on Tables 6 and 7 which give the Average Annual Salaries of Wholesale and Retail Employees from 1929 to 1939. Although the total number of employees in the wholesale trade is materially less than those employed in industries, the average annual salaries for wholesale employees are materially higher than those of industrial employees. Further development of employment opportunities in this field will mean an increased buying power.

OTHER EMPLOYMENT

Another important source of employment in Newark is that provided by Service Establishments. These include personal service establishments, business services, automotive repairs and service and other varied types of employment. Inasmuch as the Census Bureau did not compile such statistics prior to 1935, it is impossible to examine the trend in service establishments. It is significant to note, however, that from the standpoint of receipts per capita, Newark exceeds all of the other cities except New York. In 1939 the average annual salaries paid under these classifications are slightly

TREND IN SERVICE ESTABLISHMENTS

COMPARISON BY PERCENTAGE OF NEWARK TO THE UNITED STATES NEW JERSEY, ESSEX COUNTY AND THE NEW YORK AREA



NEWARK CENTRAL PLANNING BOARD

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higher than those in industries and Newark ranks next to New York City

in this respect These figures are shown on Table No. 8

TABLE 7
NUMBER AND RECEIPTS OF SERVICE ESTABLISHMENTS AND AVERAGE
ANNUAL SALARIES OF SERVICE EMPLOYEES 1939

	Number	Receipts	Receipts Per Capita	Average Annual Salaries 1939
Newark	3,485	\$ 26,032,000	\$60.7	\$1,320
Buffalo	3,526	20,783,000	38.1	1,050
Cincinnati	2,759	23,039,000	41.5	1,100
New Orleans	2,500	19,223,000	38.9	691
Oakland	2,464	16,302,000	53.9	1,278
New York City	61,353	518,120,000	69.5	1,340

From U. S. Census Reports

TABLE 8
PER CAPITA BANK DEBITS TO INDIVIDUAL ACCOUNTS

	1924	1929	1934	1940
Newark	\$7,750	\$13,650	\$7,420	\$9,470
Buffalo	6,730	10,950	4,210	4,960
Cincinnati	8,900	12,100	6,460	9,100
New Orleans	9,180	8,920	4,610	5,520
Oakland	5,920	19,000	5,350	4,230
New York City	4,330	8,000	2,400	2,300

From Reports of Federal Reserve Bank

GENERAL BUSINESS CONDITIONS

Approximately ninety per cent of the nation's business is conducted by checks. A comparison of the volume of checks drawn is a good index of commercial activities and general business conditions. Table No. 8 shows a comparison of the Per Capita Bank Debits to Individual Accounts for Newark and the other five cities.

These are based on figures compiled by the Federal Reserve Board and none are available since 1940. It is interesting to note that Newark has had the highest per capita bank debits of any of the cities with which it is compared in 1929, 1934 and 1940. The only city which approaches the Newark figures is that of Cincinnati, and in all other instances, the Newark figures are much greater. Cincinnati is also the

only city besides Newark that now has a higher per capita bank debit than in 1924. The figures shown on this table reflect business conditions at the peak of the 1929 boom and during the ensuing depression. Newark evidently has enjoyed better business conditions during this sixteen year period than any of the other cities compared.

SUMMARY OF CONCLUSIONS

1. The economic future of Newark is largely dependent upon maintaining and improving the industrial structure of the city. Continued downward revision of assessments and tax rates will be helpful in accomplishing this result. Relief of congestion and reduction of transportation costs is an important consideration. Improving housing conditions for industrial workers is most imperative and should be carried

out by means of large scale re-building programs

2. A secondary but highly important basic source of employment is furnished in wholesale and retail trade. There are many things that can be done to stimulate this activity. Among the most important which lies within

the province of the City Plan might be mentioned the improvement of vehicular access to the downtown area; provision of adequate parking terminals convenient to the shopping center; enhancement of the general appearance of the business sections and improvement of commuting facilities from the outlying suburban communities.

Municipal Finance

While the basic employment in industry and in wholesale and retail trade accounts for the present size of Newark, and while the secondary source of employment such as personal and professional services and the like would not exist without the basic employment neither could exist without the physical city. The city is the organization of structures, utilities and forms of services, both public and private that enables the carrying on of these fundamental pursuits. All the workers must have a place to live. This means there must be many residential neighborhoods. There must be streets so that they can go back and forth to work. There must be sewers, a water supply, schools, parks and playgrounds. Fire and police protection is essential as well as a system for disposing of waste material. Obviously, a city that does not provide these facilities efficiently and economically and of good standard can not be a satisfying place in which to carry on basic occupations such as trade and industry. If major deficiencies in one or more of these respects should appear, the basic enterprise would soon go elsewhere and the economic strength of the city would be impaired and its continuance threatened. Conversely the better the standards at reasonable cost the greater will be the invitation to new enterprises and for the continuation and improvement of existing enterprises.

COMPARATIVE TAX RATES

Table No. 9 has been prepared to show a comparison between the tax

rates in 1943 of Newark and the five selected cities studied in this report. It is impossible to compare tax rates between individual cities unless they are adjusted on the basis of one hundred per cent assessment of property. Even under those conditions comparative tax rates are not always indicative of true conditions in a given community for the reason that some cities have substantial sources of revenue other than from tax levies and in some states there are income and sales taxes which tend to reduce local tax rates or to add to the taxpayers' burden. The figures in this table have been carefully computed however, and will be of some value in studying the financial situation of Newark.

The most obvious fact to be deduced from the table is that Newark has a substantially higher rate than any of the other communities, especially on an 'adjusted basis. While Oakland, California has an actual rate almost equal to Newark's its assessment ratio to true value is so low that the adjusted rate is among the lowest of the group.

There are many factors which contribute to the present high rate in Newark. It is beyond the province of this report to make an exhaustive analysis of these factors but a few of them may be mentioned. These include a constantly decreasing assessed valuation, increasing costs of labor and materials, increased demands for improved public services; high debt service charges occasioned by rapid retirement of bonded debt, inadequate sources of revenue apart from real

TABLE 9
COMPARATIVE TAX RATES FOR 1943

	Census 1940	Assessed Value	Actual Tax Rate as Levied Per \$1,000 Assessed Valuation					Estimated Ratio of Adjusted Assessed Tax Rate Value on 100 to True basis of Value Assess- 'Per Cent' ment	
			City	School	County	State	Total		
Newark ¹	429,760	700,791,770	31.11	12.07	7.18	2.78	53.16	100	53.10
Buffalo ²	575,601	913,703,570	24.98	7.32	4.76	.07	41.13	90	37.02
Cincinnati ³	455,610	902,681,330	10.52	7.55	3.21	None	21.28	80	17.02
New Orleans ⁴	494,527	499,920,295	21.50	7.00	6.50	5.75	39.75	71	28.38
Oakland ⁵	302,163	225,921,721	21.90	16.00	14.50	None	52.40	35	18.34
New York City ⁶	7,454,995	16,019,340,931	22.60*	7.28*	.46*		30.34	100	30.34

National Municipal Review December 1943

Breakdown not available

* Estimated

¹ Newark city rate includes 1.63 for school debt service

² City rate includes 1.00 debt service for schools

Intangible personality taxed on income not included in assessed valuation

Figure in County column is levee and flood reparation rate

County rate includes \$2 municipal water district, 50c parks and 10c mosquito abatement district rates

Rate shown for Borough of Manhattan. Local authorities report assessments far in excess of 100%

TABLE 11
BONDED DEBT AS OF JANUARY 1, 1943

City	GROSS BONDED DEBT				SINKING FUNDS			NET BONDED DEBT	
	Law Debt	General Fund Debt	Public Utility	Public Utility	Total	Total	Total	Excluding Utilities	Per Capita Excluding Utilities
Newark ¹	\$7,770		\$1,110,000	\$1,710,000	\$1,110,000	\$1,220,000	\$1,110,000	\$1,110,000	\$22.72
Hoffman ²	\$14,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$24.50
San Francisco ³	\$55,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$20.22
New Orleans ⁴	\$70,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$36.11
Quincy ⁵	\$50,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$20.26
New York City ⁶	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$1.16

- (1) General debt includes refundable advance report, port and law bonds but not \$7,000,000 of bond and coupon notes of \$1,000,000 due the federal government for airport improvements (not in the form of bonds.)
- (2) Debt as of June 30, 1942.
- (3) General debt includes \$50,000 of report bonds not self supporting. Utility debt includes \$4,000,000 of rapid transit railway bonds not self supporting. Surplus rental of the city for the railway is used in excess of refundable advance report to provide \$4,000,000 of \$4,000,000 bonds.
- (4) General debt includes \$4,000,000 of refundable advance district debt. Port bonds \$5,000,000 are included.
- (5) General debt includes \$1,000,000 of report bonds not self supporting. Utility debt includes \$1,000,000 of report bonds not self supporting.
- (6) General debt includes \$1,000,000 of report bonds not self supporting and \$1,000,000 of report bonds not self supporting. Only \$1,000,000 of Utility Debt is self supporting. School sinking fund in general city.

estate taxation, lack of adequate state and federal aid for highway improvements, high governmental costs of servicing large slum areas

COMPARATIVE BONDED DEBT

Table No. 10 shows the gross and net bonded debt of Newark in 1943 compared to that of the other five cities included in this study. Because of variation in size of the cities, comparison of bonded debt is more or less meaningless unless shown on a per capita basis. On a per capita basis, Newark's gross debt was higher than any of the other cities except New York. These figures (not shown in the table) are as follows:

Newark	\$236
Buffalo	170
Cincinnati	173
New Orleans	156
Oakland	145
New York City	401

Net bonded debt per capita figures show Newark again leading the other cities except New York. Net bonded debt is the gross bonded debt less sinking fund reserves and includes self-supporting utility bond issued. These figures follow:

Newark	\$187
Buffalo	163
Cincinnati	121
New Orleans	151
Oakland	145
New York City	326

The true net bonded debt of any city is arrived at by deducting self-supporting bond issues as well as sinking fund reserves from the gross debt. Here again Newark's per capita debt is higher than any city including New York, but in the reported figures all utilities were deducted and only a small portion of New York City's utility debt is self-supporting

The amount of bonded debt is a significant factor in considering the city's ability to finance a large postwar improvement program. Debt service charges are important items in the city's budget, and if the bonded debt is disproportionately high, the total tax rate will also be high or else the quality and extent of other services will have to be curtailed.

Chart No. 5 shows graphically the trend in municipal finance in Newark and in the five comparative cities since 1926. The chart is divided into four parts, namely, Gross bonded debt per capita—net bonded debt per capita—per capita assessed valuation and per capita tax levy. All figures are from United States Census reports except those for Newark which were furnished by the Department of Revenue and Finance. The per capita bonded debt was arrived at by taking the total bonded debt of each city divided by the population. Gross bonded debt includes all bonds issued and authorized for general city purposes, schools and water supply. Net bonded debt is the gross bonded debt less the total sinking fund reserves.

Between 1926 and 1931 all of the cities had a rising per capita gross bonded debt except New York and Cincinnati. The general trend has been downward since that time but the New York City curve has risen and, in 1941, had reached a peak of \$421 per capita. The peak in Newark's per capita debt occurred in 1935 when it reached \$293 per capita. As of December 31, 1943, this had been reduced to \$230. Newark's per capita debt is now higher than any of the cities except New York.

The per capita net debt curves are generally similar to those showing per capita gross debt. From a peak of \$250 in 1938, the Newark debt has

been reduced to \$196 in 1943. New York is the only city with a higher per capita net debt since 1935 than Newark.

While net bonded debt as defined above is the standard practice in making comparisons between different cities the true net bonded debt of Newark is also shown on the chart. This figure excludes the self supporting water bond issues whose retirement is not a charge against the taxpayer.

Although the curve showing true per capita net debt of Newark is not comparable to the other cities, it is interesting to note that it rose from \$98.70 in 1926 to \$207 in 1935 and has been declining since reaching its peak. As of December 31, 1943 the per capita net bonded debt was \$142, the lowest since 1930.

If the remaining bond issues are retired at the same rate as they have been in the past few years, there will be a further sharp decline both in gross and net bonded debt. By January 1, 1950, it is estimated that the total bonded debt will be approximately \$51,000,000 and the true net bonded debt will be approximately \$30,000,000. These reductions will be attained if no new bonds are issued and if the annual debt service charges are maintained at their present level.

Per capita assessed valuation is one means of comparing the relative wealth of different communities. It is not always a reliable guide, however, as the ratio of assessment to true values varies widely in different cities. In Newark it has been customary to assess property at or near its current market value but, in recent years, there has been a fairly general decrease in such values throughout the city. This downward trend has occurred since

1935. In that year a peak of \$2,110 was reached. In 1943 it had dropped to \$1,635. From 1926 to 1935 all of the cities studied except New York and Newark, showed a decrease in per capita assessed valuation. Since that time there has been a slight increase in most instances. Figures for Newark are higher than Buffalo, New Orleans and Oakland but are lower than New York and Cincinnati.

Per capita tax levies give a basis for comparing costs of government for the different cities. The amount raised by the tax levy includes that for local purposes, schools, county and state. The per capita revenues from taxation have risen steadily in Newark, reaching a peak of \$97 in 1941. Since that time, there has been a slight decline and in 1943 it was \$88.30. Newark exceeds all of the cities studied but the curves generally follow the same general pattern. The per capita levies rose until 1931 and then declined during the depression. Since 1935 they have continued to rise except in the case of Oakland. Increased operating costs are general in most cities. These increased costs come about because of rising prices and demands for improved services of all kinds. Many public services which did not exist a few years ago are now commonplace and their continuation is demanded by the general public.

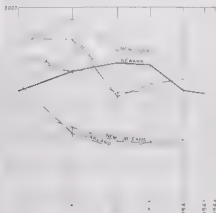
Newark's financial rating as shown by "Moody's Index" is lower than any of the cities in the group. Whereas a rating of -Aaa- (the highest) has been given Cincinnati and certain bond issues of the City of New Orleans, Newark's rating is Baa which means that Moody considers Newark's bonds to be of lower medium grade. None of the other cities attained the highest rating but all are higher than Newark. New York City and Buffalo have an -A- rating (Higher medium grade).

TRENDS IN GOVERNMENTAL FINANCING IN NEWARK & IN FIVE SIMILAR CITIES - 1926 TO 1943

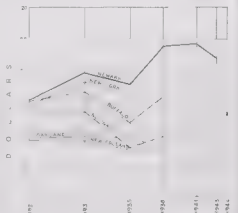
CENTRAL PLANNING BOARD
NEWARK NEW JERSEY

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ASSESSED VALUE PER CAPITA

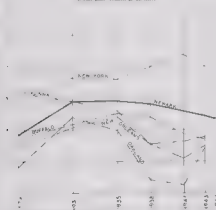


PER CAPITA REVENUE FROM TAX LEVY

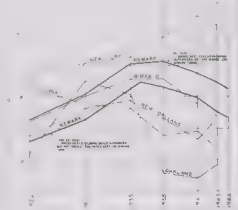


GROSS BONDED DEBT PER CAPITA

(1926 = 100) (1943 = 100)



NET BONDED DEBT PER CAPITA



while Oakland is-Aa-(High quality)

SUMMARY OF CONCLUSIONS

1 Continued reduction of Newark's bonded debt is essential in order to make it possible to finance a post war program of public improvements

2 A careful survey of possible sources of revenue to augment funds derived from taxation of real and personal property should be instituted.

3 Long range physical planning should be co-ordinated with long range financial planning. It would be useless to promulgate a program of public works if carrying out such a program is beyond the financial capacity of the city.

4. The downward trend of assessed valuation of real estate must be arrested by undertaking privately financed large scale rebuilding projects in the deteriorated areas of Newark.

Social Background

Cities are built for and by the people. They are places where many persons have banded together in relatively close proximity to each other for the purpose of working, playing and doing all the other things that go to make for their happy existence.

It is difficult to evaluate statistically the social and cultural progress that has been made in Newark. Comparison with other cities cannot readily be made because of the lack of statis-

tical information. However, general housing conditions, school attendance, parks and recreational areas and value of public improvements provide some comparison of social status. Such available information is presented in this section of the report.

POPULATION

From 1910 to 1930, Newark had an increasing population, but from 1930 to 1940, there was a loss of

TABLE 11
POPULATION GROWTH
1910 1940

	1910	1920	1930	1940
Newark	347,409	414,524	442,337	429,789
Essex County	512,883	652,089	833,513	837,940
Buffalo	423,715	506,775	573,076	576,931
Met. Area	493,280	632,847	820,573	857,719
Cincinnati	263,591	401,247	451,180	450,619
Met. Area	567,876	606,850	759,494	789,339
New Orleans	339,076	397,219	488,761	494,537
Met. Area	348,109	397,915	494,877	540,030
Oakland	150,174	216,261	284,063	302,163
Met. Area*	Not Available	262,751	470,412	521,676
New York City	4,769,883	5,820,048	6,930,466	7,454,925
Met. Area	6,474,568	7,910,415	10,801,434	11,690,820

*Oakland Met. Area includes Alameda County and Townships 3, 7 and 10 of Contra Costa County.
From U. S. Census Reports.

TABLE 12
RACIAL CHARACTERISTICS OF POPULATION

	Per Cent Foreign Born White				Per Cent Negro			
	1910	1920	1930	1940	1910	1920	1930	1940
Newark	31.8	28.2	26.3	21.1	2.7	4.1	8.8	10.6
Buffalo	28.0	24.0	20.8	16.0	0.4	0.9	2.4	3.1
Cincinnati	15.6	10.7	7.8	5.7	5.4	7.5	10.6	12.2
New Orleans	8.2	6.7	4.6	3.1	26.3	26.1	28.3	30.1
Oakland	24.5	20.9	19.0	14.8	2.0	2.5	2.6	2.6
New York City	40.4	35.4	34.8	29.8	1.9	2.7	4.7	6.1

From U. S. Census Reports

12,677 people. This is in contrast to the other cities in the comparative group in that all of them maintained a continuous growth. However, with the exception of New Orleans, the rate of growth had materially decreased in the 1930 to 1940 decade. In other words, the population growth is leveling off and tending to become more nearly stabilized within the cities.

An examination of the statistics for the metropolitan areas indicates that all are increasing. The greatest increase came in the decade between 1920 and 1930. This is the period when rapid transit by bus and automobile made its greatest advance.

During the decade between 1930 and 1940, Newark lost about 2.9% in population while Essex County gained about one half of one per cent.

RACIAL CHARACTERISTICS

The percentage of foreign born white population in Newark has been steadily declining since 1910. This is in accordance with the trends in the other comparative cities and is due to the drastic curtailment of immigration which took place some years ago. In 1940, Newark contained 21.1% foreign born white. This is higher than the other comparative cities with the exception of New York City which was 29.8%. It is natural that Newark should have a high percentage of foreign born population since it adjoins the main port of entry of aliens to this country.

Since 1910, Newark in common with the other cities in the comparative group, has experienced a pronounced increase in the percentage of negro population. The southern city of New Orleans has the highest proportion of

negro population with 30.1%, Cincinnati has 12.2% and Newark 10.6% negro population.

The combined percentage of foreign born white and negro population in Newark in 1940 is 31.7%. This percentage is significant since from a social standpoint both negroes and foreign born whites constitute a large proportion of the lower income group and present problems in housing, relief and other social services.

AGE OF THE POPULATION

Statistics on the age composition of the population are significant since they indicate changing trends of age groups. Table No. 13 indicates that Newark and all of the comparative cities are experiencing a definite change in the proportion of the population in the various age groups.

Since 1910 there has been a steady decline in that proportion of the population from 0 to 14 years in age. During the same period there has been a corresponding increase in the age group of 45 years and over. The groups 15 to 19 years of age and 20 to 44 years of age have maintained approximately the same proportion to total population. In general the population of all cities is becoming older.

The principal factors causing this change in age composition are declining birth rates and the virtual cessation of immigration.

These trends are significant in City Planning as they will affect school enrollments and the provisions of public recreation facilities. As the population grows older problems of employment, care of the aged, etc., will become more acute.

TABLE 13

PERCENTAGE OF POPULATION IN MAJOR AGE GROUPS

	0-14 Yrs. of Age				15-19 Yrs. of Age				20-44 Yrs. of Age				45 Yrs. of Age and Over			
	1910	1920	1930	1940	1910	1920	1930	1940	1910	1920	1930	1940	1910	1920	1930	1940
Newark	29.5	30.1	26.8	21.1	9.5	8.2	9.5	9.3	43.5	42.6	42.8	43.0	17.5	19.1	21.0	26.5
Buffalo	28.3	29.0	26.4	21.5	9.9	7.9	8.7	8.8	42.8	43.0	41.3	40.8	19.0	21.1	23.1	28.9
Cincinnati	23.4	23.1	22.1	19.5	9.7	7.4	7.8	7.7	45.1	43.4	42.9	41.0	21.8	28.1	27.1	31.8
New Orleans	25.4	26.5	25.9	22.0	10.2	9.4	8.8	9.2	43.3	44.4	44.0	43.4	18.1	19.7	21.1	25.4
Oakland	22.5	22.8	21.3	17.2	8.2	6.9	7.7	7.5	46.8	46.3	42.7	41.8	22.5	25.2	26.2	35.5
New York City	28.7	28.4	24.3	19.6	9.6	8.1	8.6	8.1	45.1	44.3	45.8	44.8	16.6	19.2	21.2	27.6

From U. S. Census Reports

TABLE 14
FAMILIES LIVING IN DIFFERENT TYPES OF DWELLINGS 1940

	Total Number	Living in One-Family Dwellings		Living in Two-Family Dwellings		Living in Multiple Dwellings	
		Number	%	Number	%	Number	%
Newark	118,757	15,484	13.2	25,944	22.2	75,329	64.8
Buffalo	157,780	46,487	29.5	71,704	45.5	39,429	25.0
Cincinnati	144,284	45,016	31.1	35,352	24.5	63,916	44.4
New Orleans	137,185	33,472	24.4	63,612	46.4	40,081	29.2
Oakland	103,709	61,799	59.6	11,318	10.9	30,692	29.5
New York City	2,218,372	286,497	12.9	292,700	13.1	1,639,175	74.0

From U. S. Census Reports

TABLE 15
HOUSING CONDITIONS — 1940

	Percentage in Bad Condition	Percentage over crowded	Percentage No Running Water	Percentage No Electricity	Percentage No Toilet	Percentage No Bath	Percentage Houses Built before 1900	Percentage Houses Built 1859 or before
Newark	19.5	5.5	.5	2.8	7.9	18.8	27.6	2.9
Buffalo	6.4	1.9	.6	.3	4.9	13.7	45.8	4.6
Cincinnati	15.6	9.5	2.5	2.8	26.3	35.1	33.0	2.3
New Orleans	8.1	9.8	14.2	14.9	24.4	29.9	29.8	4.3
Oakland	15.6	2.9	.6	.4	7.7	9.9	13.1	.1
New York City	8.0	4.5	.4	.4	7.0	9.7	18.2	1.3

From U. S. Census Reports

HOUSING

Table No. 14 indicates the proportion, in 1940, of families living in the different types of residence facilities in Newark and the other comparable cities. Of the group, only New York City has a lower proportion of single family residences than Newark. Whereas only 12.9 per cent of the total dwelling units in Newark are single family residences, this percentage ranges in the other cities from 29.5 in Buffalo to 59.6 in Oakland. New York City and Newark have extremely high multiple dwelling percentages compared to the other communities.

New Orleans with 46.4% and Buffalo with 45.5% are the two cities having the highest proportion of families living in two-family dwellings.

The number of families living in different types of dwellings has significance in the planning of a city as it is one of the factors controlling density of population. Single family dwellings require more area than duplexes and multiple dwellings. Closely built-up areas of multiple dwellings are those in which slum conditions are the worst. In Newark this is a particularly acute problem.

CONDITION OF HOUSING FACILITIES

General housing conditions are shown in Table No. 15. Of the cities compared, Newark has the highest percentage of housing in bad condition and New York City the lowest.

New Orleans and Cincinnati showed a high percentage of overcrowding with 9.6% and 9.7% respectively. Newark followed next with 5.5%. Buffalo's housing facilities are

the least overcrowded of any of the group.

The percentage of houses having no running water was extremely low in Newark where only one half of one per cent lacked such facilities. New Orleans is the highest with 14.3%. New Orleans also has the highest percentage of dwellings with no electricity and Buffalo has the lowest.

Cincinnati has the largest percentage of homes without a private flush toilet in the structure. Newark has slightly less than eight per cent of its dwellings without private toilets.

The table of percentage of houses built before 1900 shows that Buffalo is the highest with Oakland having the lowest proportion of old dwellings. Newark ranks fourth with 27.6% of its dwellings built before 1900. Buffalo also ranks first in the percentage of houses built before 1859, and Oakland the lowest percentage with only one tenth of one per cent while Newark ranks third with 2.9 per cent.

TABLE 16

PERCENTAGE OF OWNER OCCUPIED AND TENANT OCCUPIED DWELLINGS 1940

	Per centage Owner Occupied	Per centage Tenant Occupied	Per centage Vacant
Newark	17.3	78.3	3.4
Buffalo	30.9	65.3	3.8
Cincinnati	31.3	62.9	5.9
New Orleans	23.0	74.0	3.0
Oakland	41.1	54.7	4.2
New York City	14.6	77.7	7.7

From U. S. Census Reports.

As shown by the above table, Newark has only 17.3 per cent of its dwelling units owned by their occupants. New York City is the only city

with a smaller percentage of owner occupied dwellings. Oakland has the highest percentage of homes owned with 41.1% in 1940.

Of the owned homes in Newark as shown in Table No. 17 the largest proportion falls within the two middle groups with 28.2% in the \$3,000 to

TABLE 17
PERCENTAGE OF
OWNED HOMES IN VARIOUS CLASSIFICATIONS — 1940

	Under \$1,500	\$1,500 to \$3,000	\$3,000 to \$5,000	\$5,000 to \$7,500	\$7,500 to \$10,000	\$10,000 and over
Newark	3.3	18.6	28.2	27.6	11.4	11.5
Buffalo	5.4	28.7	38.8	17.0	4.5	6.2
Cincinnati	3.9	15.8	26.4	28.2	12.6	13.1
New Orleans	19.4	30.0	32.2	18.5	5.3	7.8
Oakland	4.5	21.8	41.2	22.3	5.8	4.4
New York City	1.9	11.7	30.9	33.4	11.4	10.7

From U. S. Census Reports.

\$5,000 group and 27.6 in the \$5,000 to \$7,000 group. Newark has only 3.3% of its owned homes in the classification under \$1,500. In New Or-

leans and Buffalo the greater percentage of housing falls in the two groups \$1,500 to \$3,000 and \$3,000 to \$5,000

TABLE 18
PERCENTAGE RENTED* DWELLINGS IN VARIOUS CLASSIFICATIONS—1940

	Under \$15	\$15 to \$30	\$30 to \$50	\$50 to \$100	\$100 and over
Newark	6.3	46.7	34.3	9.4	.4
Buffalo	7.9	56.0	29.4	5.5	.5
Cincinnati	34.8	37.5	20.3	8.8	.6
New Orleans	66.0	41.0	10.0	2.8	.2
Oakland	11.7	49.1	33.1	5.7	.4
New York City	3.0	27.2	47.3	19.4	3.1

*Contract monthly rent. From U. S. Census Reports.

RENTALS

Of the rented dwellings, Newark has approximately one half within the \$15 to \$30 per month classification with another 34.2% in the \$30 to \$50 per month classification. This is in

keeping with Buffalo, Oakland and New York City. New Orleans and Cincinnati have a higher ratio of rented dwellings in the under \$15 per month group.

TABLE 19
PERCENTAGE OF POPULATION 7 TO
YEARS OF AGE, ATTENDING SCHOOL
1910 1940

	1910*	1920	1930	1940
Newark	83.5	84.7	70.7	72.0
Buffalo	61.0	65.5	75.7	78.2
Cincinnati	59.3	69.6	73.7	77.0
New Orleans	63.7	61.0	69.0	72.0
Oakland	65.2	51.2	81.7	80.3
New York City	62.1	65.1	72.8	78.5

*1910—8 to 20 years of age
From U. S. Census Reports

SCHOOL ENROLLMENT AND ILLITERACY

The increased attention being paid to education in this country is reflected in the statistics on school attendance. Newark, as well as the other cities, shows an increasing percentage of school age children attending school.

Oakland showed a decrease in the 1930 to 1940 decade of only 1.4%.

TABLE 20
PERCENTAGE OF POPULATION, 10 YEARS
AND OLDER, WHICH IS ILLITERATE

	1910	1920	1930	1940*
Newark	6.0	5.0	5.1	6.4
Buffalo	3.7	4.2	2.4	3.4
Cincinnati	3.1	2.0	1.5	1.4
New Orleans	6.9	5.9	5.4	4.0
Oakland	3.0	2.5	2.0	2.4
New York City	6.7	6.2	4.5	7.6

*1940—25 years and over
From U. S. Census Reports

In the decade between 1930 and 1940 illiteracy increased slightly in Newark, Buffalo, Oakland and New York City. The increase in Newark was 1.3% and in New York City the increase was 3.1%. This increase is due, to a large extent, to the influx of negro workers from the south. In 1940 Cincinnati had the lowest percentage of illiterates. Prior to 1930 there was a steady decline of illiteracy in all the cities.

VALUE OF ESSENTIAL PHYSICAL IMPROVEMENTS

The Bureau of the Census in their reports in the Financial Statistics of Cities provide practically the only available information showing the investment cities have made in capital improvements. Due to a change by the Bureau of Census in their method of presenting the information it is not available for recent years. Table No. 21 shows available information to 1931. Since that time many physical improvements have been made with the assistance of PWA and WPA.

The table does show, however, a constant increase in the per capita value of public improvements. Such improvements consist of schools,

TABLE 21
PER CAPITA VALUE OF SCHOOLS, LIBRARIES, SANITATION SYSTEMS,
PARKS, FIRE EQUIPMENT, ETC.*

	1911	1919	1931
Newark	\$146	\$163	\$372
Buffalo	81.0	130	292
Cincinnati	129	155	226
New Orleans	99.2	147	260
Oakland	91.5	128	339
New York City	241.	300	447

*Includes City-operated public utility enterprises.
From U. S. Census Reports.

libraries, sanitation systems, parks etc. In 1931, Newark had a per capita investment of \$372 which was exceeded only by that of New York City with \$447. The city with the lowest per capita investment was Cincinnati with \$226

PARKS AND RECREATIONAL AREAS

Parks and Recreational Areas are important to cities, particularly in

Newark where the population density is so high. As working hours have been shortened in recent years, leisure time has increased and the need for parks and recreational areas has become greater

Table No. 22 presents a comparison of the area of park systems in the cities studied. Newark in 1940 had 50 parks within the corporate limits containing 836.59 acres. Cincinnati had the largest acreage in 1940 of 4,741.8

TABLE 22
PARKS AND RECREATIONAL AREAS*

	Number	Acreage	Acreage	Population per acre	Percentage of park area of city
	1940	1940	1935	1940	
Newark	50	836.59**	810.69	513	4.8%
Buffalo	215	1,783.1	2,321.1	223	7.2%
Cincinnati	199	4,741.8	3,494.9	96	7.5%
New Orleans	103	1,905.0	1,837.8	260	4.4%
Oakland	70	1,274.1	1,098.0	237	2.8%
New York City	764	22,553.0	17,885.0	331	7.6%

*School areas not included.

**43 Parks and Recreational areas with 599 acres under administration of the Newark Department of Parks and Public Property and 7 Parks with 767.69 acres under Essex County Park Commission. County Parkways not included. County Parks outside Newark also available to and used by Newark residents not included in this acreage.

From Municipal and County Park, National Park Service and National Recreation Association 1935 and 1940

acres which comprised 199 parks. Newark's 836.59 acres were divided as follows: 7 parks containing 767.69 acres under the administration of Essex County Park Commission, 43 parks and recreational areas with 68.9 acres under the administration of the Newark Department of Parks and Public Property.

Essex County owns and operates a number of parks outside of Newark, containing 3,834.34 acres. These holdings include two large reserva-

tions outside of Newark which are operated by Essex County Park Commission. These are South Mountain Reservation and the Eagle Rock Reservation, containing a total of 2,461.87 acres. Both reservations are used extensively by residents of Newark. There are also several County parks on the boundaries of Newark which are used by residents of Newark. Strictly speaking, therefore, Newark has more recreational facilities available to it than is reflected in the table.

The desirable ratio of park acreage to population is generally accepted as one acre for every one hundred persons. Newark with its 836.59 acres has only one acre for every 513 persons. Of the cities of the compared group only Cincinnati approaches the minimum accepted standard with one acre for each 96 persons.

A properly designed park system with one acre for each 100 persons includes several different types of facilities to serve various age groups. Such a system should include playgrounds, playfields, parks and other larger areas for passive recreation all properly distributed in relation to the population. A Comprehensive Plan embodying the above principles is contemplated in a subsequent report.

SUMMARY AND CONCLUSIONS

1. In the decade from 1930 to 1940, Newark lost population. This is in contrast to the other cities in the comparable group. One of the objectives of the City Plan is to make an exhaustive study of the causes for this declining population and to suggest corrective measures.

2. Newark has a relatively high proportion of foreign born white and negro population. This presents problems in connection with housing, relief and social services.

3. In Newark like other cities there is a trend towards a larger proportion of the population in the older age group. This is significant in the planning of schools, playgrounds, hospitals and other facilities.

4. An exceptionally large proportion of the population of Newark live

in multiple dwellings with a very small percentage living in single family dwellings. This characteristic of living conditions is significant in the planning of the city since it makes a dense population frequently accompanied by slum conditions. It is also an important consideration in zoning.

5. Newark has the highest percentage of housing in bad condition and a comparatively high percentage of houses built before 1900. There is also a comparatively high percentage of over-crowding.

6. Newark has a high percentage of rented dwellings with 78.3% of its dwellings tenant occupied. Of the owned homes, Newark has greater proportion in the medium price class. Of the rented dwellings Newark has the greater proportion in the medium price rental group.

7. In comparison to the other cities, Newark has a low percentage of school enrollment with 72% of school aged children in school. Newark has a comparatively high percentage of illiteracy which is partly due to the influx of negro population.

8. Newark has a high per capita value of public improvements which include such things as schools, libraries, sanitation systems, parks, fire equipment, etc. In 1931, it had a per capita investment of \$372.00.

9. Newark ranks low in the amount of park acreage. It has only one acre for each 513 persons. The minimum accepted standard is one acre per 100 persons. One of the purposes of the City Plan is to study thoroughly the park and recreation system for Newark and to make recommendations for a comprehensive park system.

SOURCES OF INFORMATION

TABLE 1.

Percentage of Gainfully Employed Workers Employed in the Major Occupational Classifications, 1920-1940.

Fourteenth Census of the United States: 1920, Vol. IV, Table 18.
Fifteenth Census of the United States: 1930, Vol. IV, Table 3.
Sixteenth Census of the United States: 1940, Population, Vol. III, Table 20.

TABLE 2.

Trend in Manufacturing in Newark, 1909-1939.

Census of Manufactures for years 1909, 1914, 1919, 1925, 1929, 1935 and 1939.

TABLE 3.

Average Annual Wages of Industrial Employees 1909-1939.

Thirteenth Census of the United States: 1910, Census of Manufactures, Table 3.
Fourteenth Census of the United States: 1920, Vol. 9, Census of Manufactures.
Fifteenth Census of the United States: 1930, Manufactures 1929, Vol. 3, Table 14.
Census of Manufactures: 1937, Table 2.
Sixteenth Census of the United States: 1940, Manufactures 1939, Vol. 3, Table 2.

TABLE 4.

Trend in Wholesale and Retail Trade, 1929-1939.

Fifteenth Census of the United States: 1930, Distribution, Vol. I, Retail Distribution, Part 1, Table 13.
Sixteenth Census of the United States: 1940, Retail Trade, 1939, Vol. I, Part 3, Table 17. Wholesale Trade, Vol. II, Table I and 12A. Census of Business, 1935, Vol. II, Table 12.

TABLE 5.

Average Annual Salaries of Wholesale Employees 1929-1939.

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TABLE 6.

Average Annual Salaries of Retail Employees 1929-1939.

Fifteenth Census of the United States: 1930, Retail Distribution, Vol. I.
Sixteenth Census of the United States: 1940.
Census of Business, Vol. I, Retail Trade, 1939, Part 3, Table 17.
Census of Business, 1935, Retail Distribution, Vol. II, Table 12.

TABLE 7.

Number and Receipts of Service Establishments and Average Annual Salaries of Service Employees 1939.

Sixteenth Census of the United States: 1940.
Census of Business 1939, Vol. 3, Table 3.

TABLE 8.

Per Capita Bank Debts to Individual Accounts, 1924-1940.

Bank Debts — Board of Governors, Federal Reserve System,
November, 1940.
Bank Debts — Board of Governors, Federal Reserve System, Feb-
ruary 12, 1941.

TABLE 9.

Comparative Tax Rates for 1943.

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TABLE 10.

Bonded Debt as of January 1, 1943.

National Municipal Review, Vol. XXXII, No. 6, June, 1943.

TABLE 11.

Population Growth, 1910-1940.

Fourteenth Census of the United States: 1920, Population, Vol. I,
Table 40.
Sixteenth Census of the United States: 1940, Population, Vol. I,
Tables 5 and 7.

TABLE 12.

Racial Characteristics of Population, 1910-1940.

Fourteenth Census of the United States, 1920, Vol. III, Table 10.
Sixteenth Census of the United States: 1940, Population, Vol. II,
Table A36.

TABLE 13.

Percentage of Population in Major Age Groups, 1910-1940.

Thirteenth Census of the United States: 1910, Vol. III, Population.
Fourteenth Census of the United States: 1920, Vol. III, Population,
Composition and Characteristics, Table 8.
Sixteenth Census of the United States: 1940, Vol. II, Population,
Table 35.

TABLE 14.

Families Living in Different Types of Dwellings, 1940.

Sixteenth Census of the United States: 1940, Housing Vol. II, Table 22.

TABLE 15.

Housing Conditions, 1940.

Sixteenth Census of the United States: 1940, Housing, Vol. II, Tables 6, 7, 8, 22 and 23, Vol. I, Table 4.

TABLE 16.

Percentage of Owner Occupied and Tenant Occupied Dwellings, 1940.

Sixteenth Census of the United States: 1940, Vol. I, Table 5.

TABLE 17.

Percentage of Owned Homes in Various Classifications, 1940.

Sixteenth Census of the United States: 1940, Housing, Vol. II, Table 24.

TABLE 18.

Percentage of Rented Dwellings in Various Classifications, 1940.

Sixteenth Census of the United States: 1940, Housing, Vol. II, Table 24.

TABLE 19.

Percentage of Population 7-20 Years of Age Attending School, 1910-1940.

Thirteenth Census of the United States: 1910, Vol. 1, Table 23.

Fourteenth Census of the United States: 1920, Vol. 3, Table 10.

Sixteenth Census of the United States: 1940, Vol. 2, Part 1, Table 57.

TABLE 20.

Percentage of Population, 10 Years and Older Which Is Illiterate, 1910-1940.

Fourteenth Census of the United States: 1920, Vol. 3, Table 10.

Fifteenth Census of the United States: 1930, Vol. 3, Table 15.

Sixteenth Census of the United States: 1940, U. S. Summary Principal Cities, Table 58.

TABLE 21.

Per Capita Value of Public Property, 1911-1931.

Financial Statistics of Cities, 1911, Table 26, 1919, Table 24, 1931, Table 17.

TABLE 22.

Parks and Recreational Areas, 1935-1940.

Municipal and County Parks in the United States 1935 and 1940, Table A.

U. S. Department of Interior and National Recreation Association.

